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THE DIRECTOR OF CENTRAL INTELLIGENCE

SP - 75/74
12 June 1974

MEMORANDUM FOR THE RECORD

SUBJECT: Projections of Soviet and Chinese Military Forces

A. Background

1. Problems associated with the production of the national estimate "Soviet Forces for Intercontinental Attack" (NIE 11-8-73) and subsequent estimates concerning Soviet and Chinese military forces have prompted examination of possible modifications in the intelligence community's arrangements for developing quantitative projections of future trends in these military forces. The objective has been to devise satisfactory arrangements for meeting current policymaking consumer requirements, for retaining flexibility in intelligence responses to such requirements, and for minimizing unnecessary duplication or inconsistency between intelligence responses tailored to various types of needs.

B. General Approach

2. It is understood that force projections comprise the quantitative representation of estimates and judgments about future trends in technology and in the international and domestic factors that shape foreign military forces. They involve both the types and characteristics of weapon systems and the structure and size of deployed forces.

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3. In order to meet the varied needs of different major consumers of force projections as effectively and economically as possible, it is agreed that:

a. National intelligence issuances on Soviet and Chinese military forces may contain both near-term and longer-term force projections, as needed. The projections contained in such issuances may vary in scope, form, and detail, depending upon the needs of national security policymaking consumers.

b. The specialized need of the Department of Defense for standardized ten-year force projections to assist planning of forces and budgets by defense agencies and commands will be met by the Defense Intelligence Projections for Planning (DIPP). The DIPP projections will be developed within the parameters for force trends described in relevant national intelligence issuances.

c. The selection of alternatives to be examined in projections appearing in national intelligence issuances and the DIPP, and the assumptions used in making these projections, will not necessarily be the same because of differing consumer requirements. When appropriate, however, the projections in national issuances will include a "most likely" case.

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d. Projections appearing in national issuances will be prepared with maximum feasible collaboration by CIA and DIA throughout their preparation. Projections appearing in the DIPP will be prepared by DIA. The projective entries in the DIPP which correspond in assumptions, methodology, and level of detail with those in national issuances will be reviewed by CIA to the extent permitted by manpower availability, and a coordination statement will be included.

e. Projections appearing in national issuances and the DIPP will be cross-referenced so as to minimize confusion as to their purpose and relationship.

f. Other projections may be prepared independently by CIA or DIA in response to specific consumer needs. When the nature or timing of the requirement for such a projection, the emergence of later evidence, or the existence of substantive disagreement cause the projection to differ from the judgments in an extant national estimate, it is the responsibility of the issuing agency to note and substantiate the difference in its publication.

C. Mechanism for CIA-DIA Collaboration

4. To provide a focus for CIA-DIA collaboration in force projections and to assist the National Intelligence Officers for Strategic Programs

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and Conventional Forces in meeting consumer needs, CIA's Deputy Director for Intelligence and DIA's Director of Estimates will each appoint a senior Projections Keyman and an alternate. These individuals will serve as principal points of contact between the agencies and with the NIOs on matters pertaining to projections of Soviet and Chinese military forces. They will obtain substantive guidance from and consult regularly with the NIOs.

5. The responsibilities of the two Projections Keymen will include:

- a. identifying ad hoc teams of experts to prepare detailed aspects of national projections when necessary, and naming the chairmen of such teams;
- b. assisting the NIOs to communicate consumer needs to the ad hoc teams and in resolving any problems that may arise;
- c. ensuring adequate substantive review of draft projections and adequate description of the assumptions, methodologies, and data inputs employed;
- d. arranging for interim updating of national projections if the need arises;
- e. arranging for CIA coordination on selected portions of the DIPP;
- f. ensuring that work on other projections done by one of the agencies is readily available to the appropriate analysts in the other.

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